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The Mutual Welfare
League at the U.S. Naval...

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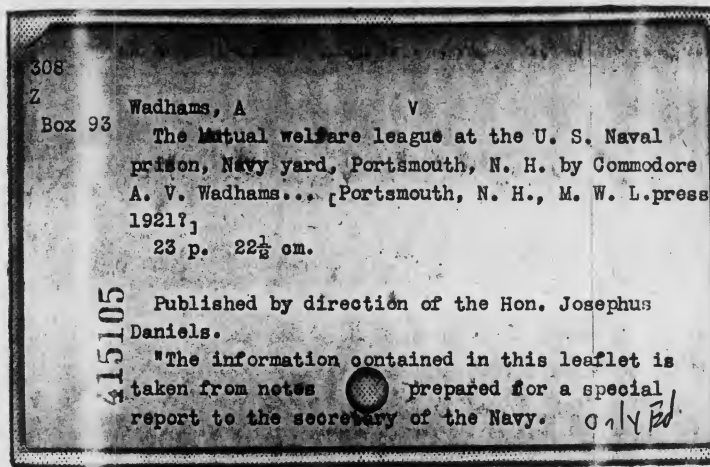
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THE
Mutual Welfare League

AT THE
U. S. Naval Prison

Navy Yard
Portsmouth, N. H.

BY
Commodore A. V. Wadhams
U. S. Navy
Commanding

Published by Direction of the
Honorable Josephus Daniels
Secretary of the Navy



THE INFORMATION CONTAINED IN THIS
LEAFLET IS TAKEN FROM NOTES PREPARED
FOR A SPECIAL REPORT TO THE SECRETARY
OF THE NAVY.

The treatment of prisoners has undergone a marked change during the last decade. It has always been thought by the majority of prison officials in charge of prisons that "expression of thought" by prisoners could lead only to insubordination. They believed that to give prisoners the privilege of thinking, talking and meeting their fellow-prisoners could lead only to disaster.

Recently though, broad-minded prison officials have come to realize that the welfare of the prison was entirely in the hands of the prisoners. Consequently, they urge that, so far as possible, prisoners be given the opportunity to rehabilitate themselves before they leave the prison. To do this it is necessary to treat every individual separately, just as each individual case in a hospital is treated separately.

The function of a prison in civilized communities has been the subject of much discussion, but all students of penology agree that there are three ends to be obtained by prison punishment: *Retaliation, Reformation and Deterrence*. An argument arises from difference of opinion as to their relative importance. The function of a Naval Prison is simpler and more easily comprehended, because two of the above elements may be discarded.

(a) The number of 'crimes' punished by General Court-Martial in the Navy is very small--the great proportion of naval prisoners being guilty of violation of technical rules which, vital as they are to the service, do not involve moral turpitude on the part of those who break them. Therefore, the purpose of retaliation or revenge, which still so largely dominates the disciplinary justice of the State, is lacking in the Navy.

(b) On the other hand the reform of the individual, which is so highly desirable in the case of ordinary criminals, is not directly a matter of importance. The Navy can hardly be conducted on a basis of sentiment. If one man shows by his conduct, unfitness for the ser-

vice, it is not difficult to find another man to fill his place. The United States has a right to the best and any system which would tend to man the Navy with incompetent or inferior material should be discarded without much discussion. There is left, therefore, the third purpose of punishment, *Deterrence*.

(c) It is a medieval belief that the more severe or brutal the punishment, the greater the deterrent effect. Much inhuman treatment has been inflicted under the name of Punishment,--upon the theory that mankind in general can be frightened or terrified into good conduct. All the laws ever made cannot create good citizens,--the individual must lend a hand.

History is replete with examples of the failure of brutality as an instrument of reform and never was there a more pathetic illustration of this fallacy than the failure of Prussian "frightfulness." It is a truth, well understood by every wise parent and teacher, that the effectiveness of punishment lies far less in its severity than the certainty of its infliction. This can be supplemented by the equally true statement that a brutal punishment might be apt to do more harm than good.

The deprivation of a man's liberty when he is sentenced to confinement in a prison is the first and most serious step, for when he dons the distinctive garb he is cast out of society. It should be the first duty of society to redirect and reclaim the wrong-doer; and this can only be done by teaching him habits of right-living, obedience and the giving to him of educational opportunities, balanced by a proper amount of work and recreation. Strong emphasis must be laid on the necessity of curing the wrong-doer. Each case is individualistic and the treatment in every case is a matter of understanding the temperament; an investigation of the previous educational opportunities, and a consideration in general of the home conditions and the religious influences in the man's life. What are you going to do

with an individual, for instance, who is say twenty years old, yet whom the psychologist says has the mind of one at twelve years? It follows, therefore, that a system must be used that will have the quickest and truest tendency to bring about the best results. The old saying, "You can lead a horse to water, but you can't make him drink," is simply another way of saying that Reason must be used in all things. The individual must help, for all true progress is from within, outward.

The demand for individual effort naturally brought about a co-operative form of uplift, in order that those who share in it may have responsibility. And this is true in all the experiences of life, for it is axiomatic that men walk by faith, and not by sight. It becomes necessary to trust the individual and to put a burden upon him--something to work out. So we have arrived at the system of self-government (more widely known as the Mutual Welfare System.) This democracy in prison gives a chance for the display of many qualities, initiative, courage, hope--yes, even a form of aggressive ability or activity. Superficially it might seem to some that the freedom of this system gives more opportunity to the evil-doer, but it actually presents an opportunity for personal struggle to a higher place; and the very fact that the system is reciprocal, makes it harder to indulge in rule-breaking and wrong-living. Why? Because the inmates watch each other to prevent law-breaking, whereas, under the old system, they were either indifferent to things about them or were willfully helping each other to "get away with it."

In other words, the system permits men to live openly, one for the good of all and all for the good of one. They have a real interest in the running of their system of government, which inherently brings with it clean living, moving pictures and occasionally other entertainments; athletics; the establishment of a library, reading and writing room,--all of which tend to give the prisoners healthful occupations. Thus the

League is a positive vital force. The significant thing is that while the Welfare System is permitted to govern itself, it is in reality being controlled by a higher will. We are dealing with inner dynamic forces and must, as it were, translate and transform the mentally and morally sick man, primarily through the awakening of the conscience and will, into normal, healthy beings. The Welfare System is not passive; it is not theoretical acquiescence,---it is actual co-operation. This co-operative society is continually testing itself.

Through it and by it the men begin to trust themselves. They have a legend: "Trust and be trusted." This is the psychological conception of trust, --- as a faculty of the mind, and it is really the sum total of a man's whole attitude whereby he has the courage to trust himself absolutely and to the end in view. They trust themselves so far as to take a pledge, and this inner principle of trust is the soul of the co-operative system. The Welfare League is no mere hypothesis. Only "clean living" can ever make prisoners straighten themselves out. The Welfare System grapples with this difficult question in the most effective way possible. It does not, of course, reach one hundred per cent success, but it has turned many men to the straight and good path and has strengthened many others in their resolution to live straight and clean.

The League stands for advancement in ideals; it preaches a higher standard; and the death knell of progress in prison reform would be sounded if it were destroyed. I have faith in the co-operative plan of the Welfare System in the handling of prisoners, and bespeak a word for the high-minded men who have devoted themselves to developing it. Criticism is always helpful. The performance of a duty always involves sacrifice. What cared Wendell Phillips when they pelted him with rotten eggs and met his argument with hisses and derision, as he went through this country in the interests of the slave? He had im-

plicit faith in his enterprise. Other men have had faith in the principles of righteousness and have suffered to help their fellow men, only to be honored at a later day. The Science and Art of Punishment is worthy of a Chair in every University in order to assure its study and development.

The purpose of the Naval Prison should be to reclaim for the Navy valuable human material which might otherwise be lost to it. The endeavor should be made by allowing the prisoners to have certain responsibilities of self-government, to find those who, if given another chance, will profit by their mistakes and "make good" upon their return to the Navy. And the same means should be used to instill in them an understanding of discipline that would insure success upon their return to the service.

The spirit of the prisoners should be measured by the quality of their work and general attitude. There should be a notable absence of the typical prison "hang-dog" air. They should be given every opportunity to work out their own rehabilitation; and this, together with a liberal amount of wholesome recreation, will produce an activity of mind and body that should effectively train and discipline them. The Naval Prison should not be a philanthropic institution, but the good of the Navy should be the final result toward which the administration of the prison should work.

Before the present system at the Naval Prison can be understood, a brief survey of former conditions must be made. In January, 1917, prisoners were confined both at the prison building and on the U. S. S. SOUTHERY. The former was under Marine command, the latter under Naval command. At the Prison there were one hundred and seventy-five prisoners and a marine detachment to guard them of one hundred and forty-one men. In every moment of their daily life, prisoners were either under guard or

under lock and key. At this time there were few criminal offenders confined at the prison. The guarding of the prisoners was more strict than that of most State prisons. For instance, after the prisoners had entered the mess-hall, heavy barred doors were closed and a sentry with a loaded gun was stationed behind each door. Other sentries walked up and down between the tables with clubs. Even during Divine Services sentries with loaded shot guns patrolled the gallery around the room where the services were held. Men were not allowed to talk except during the meal hour and a short period directly following it. They were never allowed out of doors except for work and there was no recreation or amusement of any sort provided for them, except moving pictures twice weekly. Under this system, particularly with such a rigid method of guarding, great bitterness was engendered in the minds of the prisoners. Most of them had lost all feeling of patriotism because they felt that while only military offenders they were being treated like "cut-throats." There was, apparently, no desire for restoration to the service, little self-respect or hope for the future in civil life and, in short, the morale was reduced to the lowest degree.

Since the establishment of the Mutual Welfare League, August 1, 1917, many changes have taken place in the institution. During the war the number of prisoners rose to two thousand, five hundred and sixty-two, and offenders of all classes entered the prison. The practice of sending Naval prisoners to State Prisons was discontinued, and the Naval Prisoners then in State Prison at Concord, New Hampshire, were transferred to this prison on December 31, 1918.

From that time on men guilty of all offenses from over-leave to murder were sent to Portsmouth.

The Mutual Welfare League is composed of the entire prisonbody with a Constitution and By-Laws

existing at the will of the Commanding Officer and regulated by him as found advisable. The motto of the League is "Trust and be trusted." The colors are green and white, signifying Hope and Truth.

The objects of the League, as stated in the Constitution and By-Laws, are:

"To promote in every way possible the true interests of the men confined in the Naval Prison and to assist the Commanding Officer to maintain the proper discipline."

Experience has created the rules that go to make up its Constitution, and in a general way it provides that after the prisoners have been duly examined by the Parole Board of the League, and found qualified, they become members, taking this pledge:

"I do solemnly promise that I will do all in my power to promote in every way the welfare of the U. S. Navy and the men confined in the Naval Prison; that I will faithfully endeavor to live up to the rules and regulations governing the Naval Prison and the Mutual Welfare League, so help me God."

The members of the Executive Committee, the Board of Delegates, the Secretary and the Sergeant-at-Arms are provided with appropriate metal badges of their office. Men who have "made good" after being restored to duty in the naval service, or otherwise, are given a button, smaller in design and of silver; also those who are elected as Honorary members.

The League is organized as follows:

Once every three months the League elects a Board of fifteen delegates, by plurality vote. Each member of the League, according to the present system, is permitted to vote for not more than ten and not less than seven delegates. There are no party tickets and the names of the candidates for delegate appear on the ballot in alphabetical order. A campaign of from ten to twenty days is permitted before

the election during which mass-meetings of the League are held, which are open to a free discussion of the declarations of the candidates. Attendance at these meetings is compulsory. At the political meetings recently held there were approximately five hundred prisoners present and the meetings lasted from one to two hours. These meetings are entirely under the supervision of the League,

The Board of Delegates, by plurality vote, choose five of their number as an Executive Committee, who select the Chief Sergeant-at-Arms and the Secretary of the League, subject to the approval of the Commanding Officer. The duties of the Chief Sergeant-at-Arms are to assist the prison authorities in maintaining proper discipline. He appoints his assistants and is responsible for good order throughout the prison at all times. Each Executive Committeeman in turn acts as the League Officer-of-the-Day and in this capacity has general supervision over all the prisoners.

The Naval officer in charge of the barracks is designated as the League Officer and he has general supervision over the League as an aide to the Commanding Officer.

The Board of Delegates, meeting once a week, is the advisory body, aiding the Commanding Officer, through the Executive Committee, in the formulation and creation of the rules. They appoint the various committees, such as the Request and Complaint Committee, the Athletic Committee, the Entertainment Committee and such others as are deemed necessary from time to time.

The Executive Committee selects four members from the League at large who, together with the relief League Officer-of-the-Day, constitute the Judiciary Committee, commonly known as the League court or investigating committee. The court meets as often as may be necessary to investigate the vari-

ous complaints and reports for infractions of prison discipline. It determines matters of fact and recommends punishments. The Commanding Officer designates a day for Open Court at which he reviews the proceedings of the League court and he there passes upon the offenses and the punishments, increasing or decreasing or approving of them as he sees fit. Sometimes, and this is rare, the Commanding Officer sets aside the usual machinery of the League court and, in the cases of very serious infractions of regulations, investigates the matters himself and metes out the punishment he considers best for the welfare of all.

The minimum punishment is a warning or reprimand, and the maximum is the temporary deprivation of the privileges of the League and membership therein, together with reduction to Third Class and loss of all "good time." The extreme punishment inflicted carries with it removal from the barracks to confinement in a cell in Third Class for an indefinite period or until such time as recommended by the Parole Board or as decided by the Commanding Officer. The real object of taking the offender out of the League and transferring him to the cell-block is to give him an opportunity to reflect and consider. One of the forms of punishment is the taking away in part, or all, of a man's "good time allowance." I will amplify this by stating that a "good time allowance" consisting of one-third of his sentence is given to every prisoner when he is first received, and the prisoner is informed that part or all of the "good time" allowance may be taken away by the Commanding Officer on account of misbehavior. By the same method, the lost "good time" may be restored to a prisoner by the Commanding Officer when the individual has redeemed himself by good conduct. Furthermore, all prisoners are informed that they may earn clemency in addition to the "good time allowance," provided they maintain a good record and show a proper prison attitude. In exceptional cases,

special clemency may be granted to those of excellent and meritorious conduct above the average, which makes them stand out above their fellows. Every departure from this high standard of excellence causes a proportionate reduction in the amount of clemency shown.

The Parole Board of the League consists of the League Officer and the Executive Committee. The duties of this Board consist in instructing the prisoners in regard to the principles and ethics of the League and afterwards examining them as to their fitness for membership in it. League offenders also appear before them as to their fitness for reinstatement to good standing in the League. The instruction of newly arrived prisoners is considered of the highest importance, so that from their initial entry into prison they become imbued with a proper prison spirit. In carrying out their duties, one of the Executive Committee, or person designated by them, delivers twice a week a lecture on the rules and regulations of the prison, especially clearly impressing the prisoners with the necessity for discipline and obedience to the rules as expressed by the Constitution and By-Laws and as laid down in the orders of the Commanding Officer issued from time to time.

There is a permanent prison organization, a ship's company, so called, consisting of ten commissioned officers of the Navy and a complement of about forty enlisted men who help to maintain discipline and carry out the daily routine.

The officers act as aides in the following capacities:

- Executive Officer,
- Maintenance Officer,
- League Officer,
- Three watch officers, who act as the Officers-of-the-Day,
- Supply Officer,
- Medical Officer,
- Dental Officer,
- Chaplain.

The ship's company of enlisted men, several of whom are chief petty officers, perform duties as officer-of-the-deck and as departmental division heads. For example, chief clerk to the commanding officer; clerk to the executive officer; supply department; commissary; medical; clothing, and other departments. These leading men in various departments form the nucleus of the permanent prison organization and are necessary to its efficiency and the preservation of its continuity.

All the other work of assisting in the administration and up-keep is performed by the prisoners and among their important assignments may be enumerated:

- Assistants in the various departments,
- Prison police; squad leaders of working gangs;
- Cooks, bakers and mess attendants;
- Clerks; librarian; editors of the "News;"
- Carpentry shop, machine shop, steam fitters, shoe repairing shop, tailors, laundry, garage, etc.

The entire League is responsible to the commanding officer for its every act, but in order to afford the fullest measure of self-government and to permit the League to be its own test of strength or weakness, the policy of the officials of the institution is to place as much responsibility on the League as it is able to carry, and the use or abuse of privileges extended to it determines the extension or restriction thereof. In other words, on the ability of the League to enforce and maintain discipline and keep conditions clean rests directly the kind and quantity of freedom allowed. Should the League show mal-administration or signs of slackness in discipline or weakening in morale, the commanding officer may remove the committee or League officials directly responsible, or may suspend the entire League. Or, he may appoint a temporary organization pending another election; or,

suspend or take away such privileges and freedom as will once again bring the organization under control. The saying, "A chain is no stronger than its weakest link" is strikingly illustrated in the League, and it is indicative of the prisoner's view-point to repeat a commonplace saying among the inmates that "Every prisoner carries the other on his back."

Count occurs twice a day,--immediately after reveille and sundown, varying from five a. m. to seven p. m. The count is made with the aid of a representative from the permanent prison complement of enlisted men, acting under the commissioned Officer-of-the-Day; the League Officer-of-the-Day and representatives of the prison police.

After taps, nine p. m., which is "lights out," the captains of the barracks make an inspection of their respective stations to see that every man is in his cot. No man is permitted away from his station between taps and reveille excepting on written order of the commanding officer. The barracks' captains are allowed to have lights in their offices for one hour after taps in order to make the routine details, and at ten p. m. the barracks are considered turned over to the League Officer-of-the-Day and the prison police until reveille. Hourly inspections are made by the prison night police, and the prisoner-police sentries around the barracks reservation are posted for the safeguarding of the inmates as well as precaution against fire. The night patrol-system is well organized and has its own countersign. It is with pleasure that I make the statement that the chief night barracks-roundsman at present is a "lifer," and he has supervision over the night count of approximately five hundred prisoners, and I dare say that no better or more reliable man could be found in the institution to fill this position of trust and responsibility.

The barracks feature of the prison is an important factor in connection with our plan to develop the individual. It places on him trust and obligation by

permitting association and allowing certain freedom of the barracks reservation between reveille and taps, whenever the prisoner is not assigned to work. The League members are thus enabled to visit the library, the writing and reading-room of the Farragut Club, the gymnasium and to use their leisure time otherwise for self-improvement. This socializing influence is one of the greatest factors brought out through the League.

During the year, depending on the season, League members have the privilege of baseball, football, basketball and other sports during recreational hours. Twice a week moving pictures are provided for their entertainment and instruction.

There are three classes of prisoners and these are indicated by the following described insignia of white duck or canvass in strips three inches long and one-half inch wide, worn vertically on the upper left arm of the outer clothing:

Class one, three strips;

Class two, two strips;

Class three, one strip.

Under the present system, class one prisoners are men who have been advanced on account of meritorious conduct and who are considered worthy of being restored to duty in the naval service on probation. They are men holding positions of trust and are given opportunity for instruction and study with a view to fitting themselves for restoration to duty in the naval service. They are placed on one-half pay of their Navy rating.

Prisoners of class two are assigned to various working details and they are also given opportunity for instruction.

Prisoners of class three, perform hard labor, and are those assigned to Third Class on arrival (criminal offenders) and those reduced to Third Class as a prison punishment.

The advancement to the higher classes is a reward for good conduct and a careful, prompt, cheerful performance of duty,---in other words an excellent general attitude.

Education receives special attention, the commanding officer holding that this effectively planned, in conjunction with the basic principles of the League, is the best instrument for the redirection of untrained youth. A comprehensive system of elementary and vocational training has been mapped out and the instructors are chosen from among the prisoners themselves. A careful, daily, weekly and monthly record of each man's educational progress is kept. Consideration in part for clemency is based on the man's progress in the subject he takes up. Aside from this there is the moral and religious training, which is vested in the Chaplains. At the present time there are assigned to this prison, as a part of the officer complement, a Protestant and a Catholic Chaplain, who co-operate in the educational activities of this institution.

There is also a civilian Welfare Specialist who is detailed for duty in connection with the prison school and athletics. A Field Director of the Red Cross, with headquarters in the Navy Yard, co-operates with the Chaplain. There are also three Christian Scientist volunteers,---a man and two women who are present Saturday afternoons and Sundays.

The educational department is one of the many strong forces in the rehabilitation of the men confined in this institution. Its program touches very vitally upon co-ordinating the work in reference to an ideal of "making" men instead of "breaking" them. The contentment and physical comfort of the men is constantly under observation and consideration. In such features as school and library, no more important test of the process of rehabilitation can be made than that in which men are related to these institutions. In reference to athletics

and entertainments every effort is made to bring about a certain occupation of mind and physical exertion in which the men will have proper relaxation and recuperation for the more arduous tasks of prison routine.

From a religious stand-point the men are provided with opportunities for religious expression and development without limitation. Representative leaders of religion are permitted to work among the men and direct them in reference to morals and their religious beliefs. As this is most vital and of greatest importance for the re-directing of the lives of these men, every provision possible is made for them to adapt and comply with every suggestion, service and help that could be afforded any one seeking religious instruction and assistance.

The educational work, which includes library and entertainment, is functioning in this institution, not only for the purpose of recovering the men from a lack of educational training, but also to fit them for some distinctive life work. It is both elementary and vocational. The school affords the men confined here not only the opportunity of being students, but, if qualified, to be the teachers and leaders of each other, inasmuch bringing out the higher purposes of education in expression and adaptation.

The educational qualifications of the men are very definitely and personally investigated with a view to training a man so that he will not again commit the errors he has made, for it is observed that ignorance is one of the outstanding conditions under which men commit misdemeanors in the service. When the men go to school they are constantly observed in relation to their ability to learn and their deportment in school hours. Every latitude possible is open for varying dispositions and peculiarities, so that there is no repression in any of the educational direction given to the men. The educational work has special reference to men who are desirous of being restored to

duty. It endeavors to fit them with a general knowledge of the Navy, its traditions and main purposes, besides equipping them with practical knowledge for certain ratings that they desire to make as they pursue the course of their enlistment.

The Mutual Welfare News represents the endeavor to give publicity among the men as well as to the service concerning the activities of the institution. It is believed that with the dissemination of knowledge concerning the general orders, personnel and vital information on subjects of immediate interest to the men, there will result more concerted thinking and endeavor to uphold and promote the highest ideals for which the institution stands. To date the paper has been published with great success as to its literary and informative qualities.

Among the recreational activities of the prisoners may be counted the Farragut Club, which is just like any Y. M. C. A. hut, having a gymnasium replete with all kinds of athletic gear, and containing a large recreational room where the men may, during their leisure hours, come and enjoy themselves. We have also a library, which contains some 4000 volumes, fiction and non-fiction, which is one of the most important factors in the educational activities of this institution. There are also two other activities or branches of the Mutual Welfare League, which deserve mention. One is the Tom Brown Club, a literary club, named after its founder Thomas Mott Osborne (Tom Brown being the name adopted by him when he first went into prison work) which holds its meetings every Sunday night. Before it are presented talks by prominent men of affairs as well as debates and literary discussion by the prisoners themselves. There is also a Bible Study Club, which is presided over by the Chaplain, who every Saturday night delivers a heart-to-heart talk on Christian life and endeavor, sometimes illustrating it by lantern slides.

A campaign of education is carried on continually

through the machinery of the League. The Commanding Officer is constantly in touch with the League's activities, for he reviews for approval or disapproval the minutes of all the meetings of the Board of Delegates and of the Executive Committee. The League Chief-Sergeant-at-Arms makes report from time to time to the Commanding Officer of all offenders for violations of orders and rules and also of the general state of discipline; and the Commanding Officer transmits these reports to the Judiciary Committee for investigation.

The systematic supervision and administration above stated and the wise guardianship of the League by the Commanding Officer and his aides, without undue interference in the essentials of self-government, is in essence the *modus operandi* of the Commanding Officer in his relation to the prisoners.

The question may arise in your mind as to the difference between the honor system and the Mutual Welfare League. Briefly, I should say that the honor system is solely the will of the Warden expressed in the system of prison regulation and order, without any suggestion or co-operation from the inmates as a prison body. A few of the men who have shown themselves amenable or obedient to the will of the Warden are given more than ordinary privileges and are called trustees. On the other hand, in the Prison where the Mutual Welfare League exists, the entire prison body is given a share in the duties of administration and helps in carrying out discipline. But under these circumstances the Commanding Officer or Warden has the last word in all matters. It is only natural that in some instances the Commanding Officer, who has had more experience, sees a situation in a different light from that in which the prison body for the moment sees it; and, when such occasion arises, the will of the prison body is properly superseded by that of the Warden, acting and having in mind the welfare of the League. Experience has

proven that law and order exist more genuinely and and completely under democratic institutions than under autocratic institutions, and this is the reason why law and order are more in evidence under the Mutual Welfare League than under the honor system.

The League, in brief, is a living body undergoing changes for the better from day to day, and I can assert with certainty that it is the most beneficial instrument for the government of any prison and I heartily recommend its gradual adoption in every prison. In the Warden rests the power of control. As he wisely and carefully feels out the pulse of the prisoners, observing an increasing willingness on their part to co-operate with him, he enlarges their scope of self-government and gives them more and more of his confidence.

In order that the Mutual Welfare System may be successful in any institution it is absolutely necessary that the head of the institution should always give what is generally known as a "square deal." It is essential that he should impress upon those under his control that he is their friend; that they must help him to help themselves and that this can only be done by their observing all the regulations of the institution.

Since the Mutual Welfare League System has been in operation at the Naval Prison, Portsmouth, between the dates of 1 August, 1917, and 30 June, 1920, the prison has handled 7011 prisoners. The following table gives the distribution of these men as of 1 July, 1920:

Count on 1 August, 1917	464
Received between 1 August, 1917, and 30 June, 1920	6547
TOTAL	7011
Restored to duty	2509
Restricted to ship or station	173
Ordinary Discharges	68
Transferred to Hospital for Insane and to Federal Prisons	126
Escaped (at large)	9
Died	37
Dishonorably Discharged	3778
Count on 1 July, 1920	311
TOTAL	7011

Latest figures show that approximately fifty per cent of the men who were restored to duty made good. This would show that 1254 trained men were returned to the Navy during the war, when trained men were badly needed. The records of the Naval Prison show that out of the total number (2509) who were restored to duty, only four hundred and three were actually returned to the Naval Prison, Portsmouth, to serve out the unexecuted period of confinement. This leaves 951 men (out of the approximate number of 1254 who failed) who were either dishonorably discharged after being restored, or who ended their probationary period in other than a satisfactory manner. In addition to the restoration there were 68 men given ordinary discharges with permission to re-enlist.

A total of 3778 men were dishonorably discharged, and there is no doubt that these men were benefited by their stay in this prison and went forth better citizens. The attempted escapes numbered only twenty-five. Of these there are still nine at large. Only 37 prisoners died out of the total of 7011 handled.

A comparison of the number of officers and enlisted men required to handle the prison under the old system, prior to 1 August, 1917, and under the new system, after 1 August, 1917, is given below. The number of men required to handle the prisoners includes the officers and enlisted men attached to the prison, the Marine sentries guarding the prison reservation and those Marine sentries who are detailed in charge of prisoners working in the Navy Yard:

PRIOR TO 1 AUGUST, 1917.

Date	No. Prisoners	Officers and Enlisted Men	No. required for each hundred prisoners
14 Jan., 1917	175	141	80
29 July, 1917	492	155	31
AFTER 1 AUGUST, 1917.			
10 Aug., 1918	2530	244	10
9 Jan., 1920	433	75	15
30 Jun., 1920	311	70	32

If, under the present system, the number of prisoners was reduced to 175 (14 January, 1917,) and the number of officers, enlisted men and guard remained the same as of 30 June, 1920, (70,) it would only take 40 men to handle each 100 prisoners, as compared to 80 men to every 100 prisoners as shown under date of 14 January, 1917, under the old system. Furthermore, if the number of prisoners under the new system should fall to 175, it would be possible to reduce the duty force attached to the prison by at least ten. In that event it would require only 34 officers, enlisted men and marine guards to handle each one hundred prisoners, as compared to the 80 officers, enlisted men and marine guards to each 100 prisoners as shown on 14 January, 1917.

From the above figures it can be readily seen that the Mutual Welfare League System of handling prisoners is approximately fifty per cent cheaper in the number of men required to handle the prisoners.

It is believed that the following are the most important results that have been obtained by the League System:

First: High Morale. The spirit of the men confined is in every way excellent. During the war the thing heard most expressed was the desire to return to the service and as the records show, 2509 men were returned to the service.

The desire for restoration has diminished somewhat since the armistice, but in every phase of the daily life the high morale of the men is shown.

The Commanding Officer has had the most complete co-operation from the men in their work and particularly the matter of discipline could not have been met if the morale of the entire prison had not been of the highest.

The recreation features, especially those which give the men outdoor exercise, are a large contributing factor to this, but the greatest factor is the growth of

self-respect, pride in the institution and a sense of loyalty to those over them which has developed under the League. The men do their work conscientiously, not from fear of punishment, but because they take pride in seeing it well done. They maintain excellent discipline, not because offenses will bring punishment upon themselves, but because bad conduct will destroy what they feel is their own personal project,--- The League.

The growth of the educational system without great stimulation on the part of the officers is an evidence of the fact that the men are earnestly trying to improve themselves.

Second: Improved discipline (mentioned above). With all guards removed from the interior of the prison and men living under the conditions above described, the discipline is remarkably good. The prisoner-police force and the men chosen by their fellows to have charge of the units of the prison have preserved good order; the prisoner-court has arrived at its findings with uncanny precision and have recommended to the Commanding Officer punishments which, in many cases, have been more severe than the Commanding Officer himself would prescribe. In such cases the Commanding Officer has mitigated the punishment. The executive committee of the League has made recommendations without which the organization of the prison would never have reached the excellent condition in which it now is.

Third: Rehabilitation of the men confined. This is the ultimate purpose of any prison and the Commanding Officer believes that the attitude of men released from here or restored to duty in the service shows that the process of reformation is meeting with success. Men who on entering the prison are unruly, irresponsible and unambitious, have learned to be good citizens of the League and on going out have carried the lesson with them and have been good citizens outside the prison walls. The responsibility

placed on them by the system of self-government is a great agency in producing self-respect and the spirit of co-operation which is a necessary element in society. The youth of many of the prisoners has made the task difficult, but letters which the Commanding Officer has received from men in civil life show that even in the youngest and most happy-go-lucky, the seeds of good citizenship have been sowed and have borne fruit. Older men sent here after years of naval service have entered the prison dispirited, and have gone out with new faith in themselves and new ambition to expiate the offenses which sent them here. Our product, however, cannot be compared with that of the ordinary institution. It is to our multiple educational, religious and recreational activities, and more than all to the stimulating effects of self-government that this result may be attributed.

The entire situation can be more easily handled if there is established a permanent organization capable of handling this self-governing community. The handling of men held in punitive confinement is a very difficult and delicate matter, whatever the methods and the underlying theory. It constitutes an entirely different problem from the handling of discipline at a training station or on board ship. The first step, therefore, under any conception of the function of the Naval Prison, is to realize that it must be separated from the general mass of the Navy and given careful consideration of its own special and individual needs. This is not to exaggerate its own importance; it is only to call attention to the fact that, whatever place is assigned to the Naval Prison, that place must, of necessity, be a separate and distinct one of its own; that the officers and men assigned to duty in that command be specially selected for the work and retained at

their tasks wherever possible, as long as they do satisfactory work.

A. M. Wickham

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Since the foregoing was written, an amendment has been made to the Constitution and By-Laws of the Mutual Welfare League of this institution. The proposed changes originated with the members of the League and were duly introduced at a meeting of the Board of Delegates in accordance with the By-Laws. Open debate was had on the changes and the purposes brought out. The object of the amendment was stated by the men to be increased efficiency. They believe that the League will function better under the new plan, inasmuch as all the administrative powers of the League become vested in the Executive Committee. The Board of Delegates, which heretofore has been an advisory body to the Executive Committee, is abolished, and the Executive Committee is made directly responsible to the body of the League.

The following is the main feature of the amendment:

"The governing body of the League shall be an Executive Committee consisting of seven members to whom all the administrative powers of the League shall be entrusted."

"This committee shall be chosen from their own number by the members of an Election Committee consisting of twenty-five members of the League."

"The Election Committee shall be elected at the regular quarterly election of the League and will be composed of the twenty-five men receiving the highest number of votes. At the first session of the Election Committee there shall also be chosen three supernumeraries for the Executive Committee who shall, in the order chosen, fill any vacancy that may occur in the Executive Committee."

"The Election Committee shall meet immediately after their election for the purpose of choosing the Executive Committee and supernumeraries and at such other times as may be necessary to fill additional vacancies in the Executive Committee."

"The Executive Committee or any member thereof may be impeached or removed from office, for just cause, by the affirmative vote of two-thirds of the members of the League at any regular or special meeting of the League. However, the member or members of the committee concerned shall be informed at said meeting of the cause for asking such impeachment or removal and shall have the privilege of making a statement or defense; and upon conviction shall be removed from office with the approval of the commanding officer."

The By-Laws were further amended so as to make the term of the Election Committee three months. Vacancies in this Committee are filled from time to time by the candidate having received the next highest number of votes at the last election.

As stated on page seven of this leaflet, experience has created the rules that go to make up the laws of the organization. The policy of the commanding officer is to give the League the fullest expression in self-government, and it is believed the change recently inaugurated is a progressive one and a trial will demonstrate its merits. Should it fail to meet the requirements or should other changes be considered, the commanding officer has the prerogative of approving or disapproving the same.

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